ENCLOSURE I

CALGARY TRAIL LAND USE STUDY

AUGUST, 1984

THE CITY OF Edmonton PLANNING AND BUILDING

CALGARY TRAIL LAND USE STUDY

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CALGARY TRAIL LAND USE STUDY

1.0 EXECUTIVE SUMMARY

1.1 STUDY INTENT AND AUTHORIZATION

The overall intent of the Calgary Trail Land Use Study is to initiate the development of an enhanced image for the corridor while reinforcing its function as a Provincial highway. From the City limits to the centre of Old Strathcona and on into the Downtown, the corridor is our main, international welcome mat. It is where we receive and greet visitors. It is where we make our initial impression and communicate what we are all about. It is an area which calls us to put our best foot forward to establish positive attitudes about our city which can reinforce our efforts to attract business ventures, tourists, and new residents.

To fulfill this intent, the terms of reference for the Calgary Trail Land Use Study, received by City Council on 1983 03 08, directed the Planning Department to:

1. Review and assess the impact of the existing roadway on land use within the corridor;
2. Develop land use policies to guide development within the corridor;
3. Develop urban design guidelines for the corridor; and
4. Establish a strategy to implement policies.

1.2 PROCESS

Data collection and research related to the corridor commenced in March, 1983. The issue identification phase of this study, which took place between March and June, 1983, has been heavily based (See Appendix I) on a telephone survey of business operators in the corridor. The survey was followed up by an open house meeting with property owners and business operators in June, 1983 which assisted in reviewing issues and the preliminary direction of the study. During the fall and winter of 1983 a development concept and supporting policies were developed in consultation with other Departments and agencies. Following extensive interdepartmental review in January and February, 1984, another open house meeting was held in March, 1984 to review the preliminary recommendations.

1.3 MAJOR ISSUES

In consultation with business operators, civic Departments, and other agencies, the following major issues have become the focus of this study:

1. Land use is changing within the corridor and this is occurring in the absence of established direction from City Council;
2. Development within the northern segment of the study area has caused some negative impact on residential areas such as noise, dust, additional traffic and on-street parking;

3. The future use of large segments of land in the area is uncertain (e.g., C.P. lands) (Appendix III);
4. Businesses within the northern segment of the study area have been affected negatively by the removal of on-street parking on 104 Street;
5. In the northern segment business operators have identified a problem with access to businesses resulting from the one-way couplet system;
6. The generally poor quality of design and development of sites adjacent to the roadway has established a poor visual impression of Edmonton;
7. The design and location of tourist and advertising signage is less than optimal (inadequate and creates a negative visual impression);
8. Landscaping along the roadway right-of-way has not been applied consistently or creatively; and
9. There is no defined entry portal or reception area.

1.4 DEVELOPMENT CONCEPT

In response to the major intention of enhancing the image of the corridor and responding to key local issues, a development concept has been prepared (See Map 1). This concept is based on the following understandings:

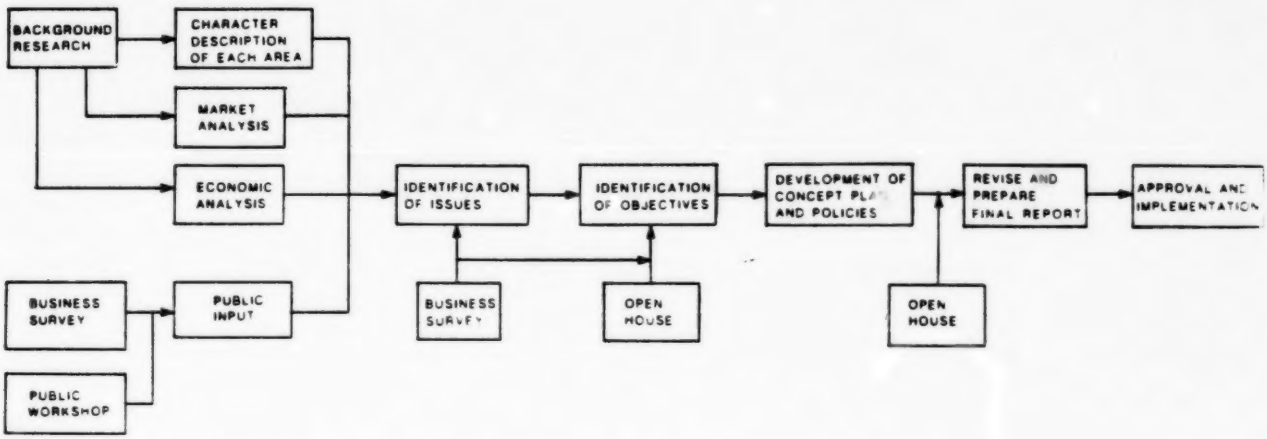
1. The need to recognize and maintain the corridor as the main southern entrance to the city. This transportation function is the central purpose of the corridor and other functions need to be designed to complement it. Further, it is recognized that this function varies in degree throughout the corridor.
2. The need to recognize the corridor as a place of commerce. This activity should be given positive direction to enhance its complementary role in the corridor. The appropriateness of types of commercial activities varies significantly within the corridor.

The development concept outlined on Map 1 recognizes and establishes three zones along the corridor: no access/"free flow" highway zone, transitional urban highway zone, and an urban arterial roadway zone.

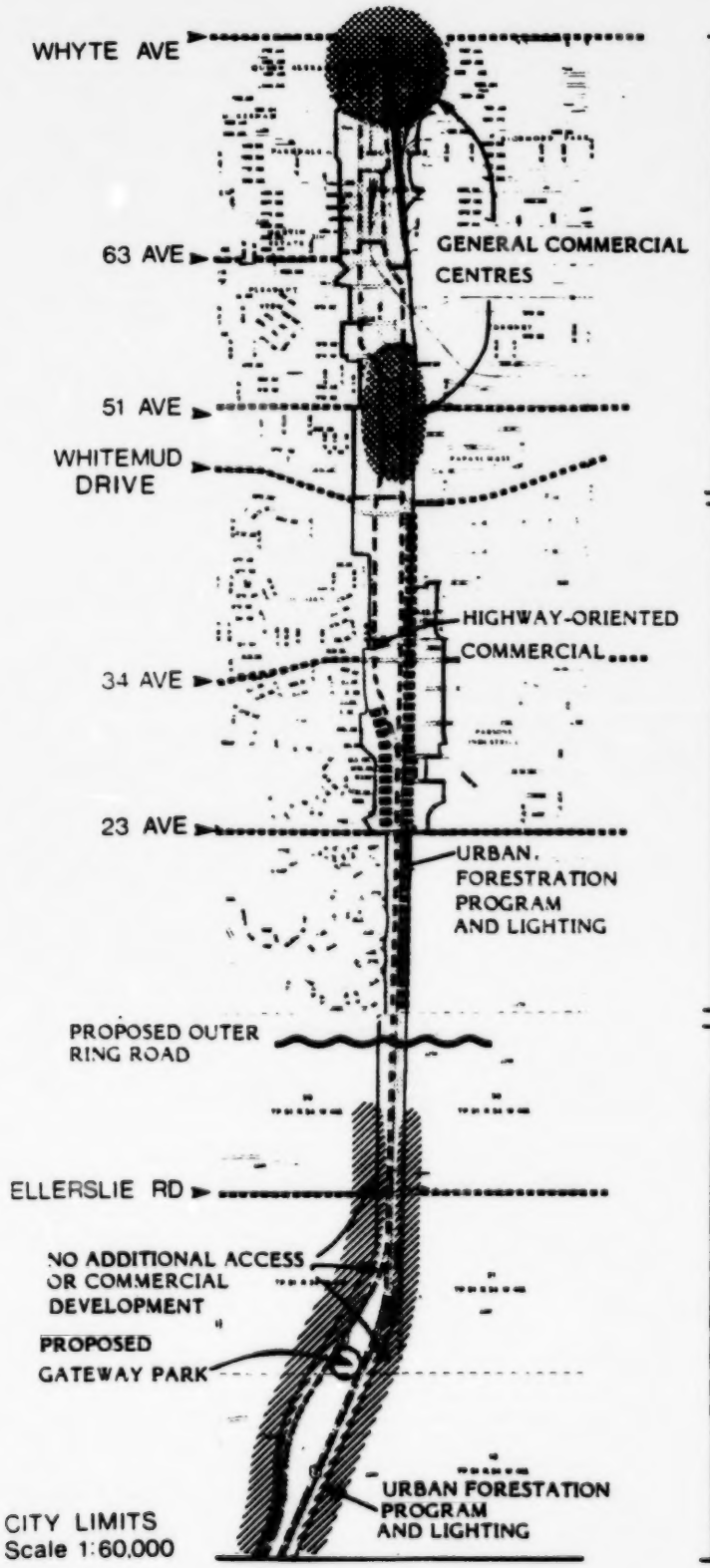
"Free Flow" Highway Zone

The first zone is between the City limits and the proposed Outer Ring Road. In this zone, the transportation function is pre-eminent. Secondarily, there is a receiving/greeting function which needs to be fulfilled. It is recognized that this zone should be virtually "free flowing", without stoppage or interference from site access traffic movements. This function should be reinforced by: prohibiting the development of additional access roads onto Calgary Trail for commercial uses; prohibiting additional commercial development deemed to serve the travelling public; and encouraging non-commercial development of lands adjacent to the roadway which will be accessible by internal roadways. The urban design emphasis for this zone is the establishment of a Gateway Park, introduction of roadside landscaping, installation of street lighting, and more "image-conscious" treatment of buildings backing onto the corridor.

FIGURE 1 CALGARY TRAIL STUDY PROCESS



MAP 1. DEVELOPMENT CONCEPT: SUMMARY



ZONE 3: ARTERIAL ROADWAY

Transportation
- dual emphasis on through-traffic movement and site access
- encourage supply of additional parking both on-street and on-site
- improve safety of pedestrian crossings

Land Use
- recognize and encourage transition to retail, office, personal service commercial
- reinforce existing pattern: two activity centres/nodes linked by commercial strip

Urban Design
- establish design and landscaping guidelines for (re)development
- encourage private initiatives to upgrade existing buildings and sites
- major emphasis on improving design and location of signage

ZONE 2: TRANSITIONAL HIGHWAY

Transportation
- through-traffic movement is primary, but not "free flow"
- limited access to sites, mainly via service roads

Land Use
- an area of commerce; encourage extension of highway-oriented commercial

Urban Design
- introduce roadside landscaping and streetlighting
- establish design and landscaping guidelines for development
- establish ornamental park

ZONE 1: "FREE FLOW" HIGHWAY

Transportation
- predominant function is traffic movement (Provincial Highway No. 2)
- land use and urban design measures to reinforce highway requirements
- prohibit further access from highway

Land Use
- prohibit highway oriented commercial use
- encourage industrial or residential development accessible from roadways internal to larger scale industrial districts or neighbourhoods

Urban Design
- establish reception area and signage (Gateway Park)
- introduce roadside landscaping and streetlighting
- encourage "image conscious" treatment of buildings backing onto the corridor

Transitional Urban Highway Zone

The second zone, from the proposed Outer Ring Road to Whitemud Drive, is a transitional area between a free-flow highway and an urban arterial roadway. While its primary function is traffic movement, there is substantial provision for site access either directly or via service roads. This zone currently fulfills both traffic movement and commerce functions, and this is proposed to continue. Development on lands adjoining the roadway shall cater to the immediate needs of the travelling public (e.g., auto fuel, auto repair, shelter and food). This development shall be of fairly low intensity to avoid conflicts with the transportation function. Urban design treatment shall see the extension of street lighting between the Outer Ring Road and 23 Avenue N.W., the continuation of roadside landscaping, and upgrading the landscaping treatment of individual sites.

Arterial Roadway Zone

The third zone, north of Whitemud Drive to 80 Avenue N.W., is an arterial roadway. This zone has a dual emphasis on moving and distributing traffic and as a place of commerce. Both are and will continue to be equally important. Future development in this zone will continue a trend away from medium and heavy industry to general commercial activity. The development concept recognizes two activity centres within the zone - the Whitemud Drive - 55 Avenue N.W. area and that adjacent to Old Strathcona. These activity centres are intended to be where the highest intensity and height is encouraged. Land use will be a mix of commercial retail, personal service, and office activities. In between the two centres, future development will continue in a commercial strip pattern. Development in the commercial strip section will be of relatively lower intensity and height and be characterized by a mix of commercial and quasi-industrial land uses. The urban design emphasis is on the treatment of individual sites when development proposals are being planned. Reducing the confusion in outdoor signage is a very serious requirement as well.

1.5 POLICY RECOMMENDATIONS AND IMPLEMENTATION

Specific policies have been prepared for each of these three zones of the corridors. The policies are categorized under the headings of land use, transportation, and urban design. These policies have been prepared in consultation with the Departments responsible for their implementation.

Implementation of the policies outlined in this study will depend on sound leadership by the City of Edmonton in properly guiding private sector initiatives and committing itself to upgrading public components of the corridor: the physical roadway, tourist services, and municipal properties. Some significant steps have already taken place in this direction. The construction of an ornamental earthberm west of the C.P. Intermodal Yard (north of 34 Avenue N.W.) is a key example of this. In November, 1983 the Planning Department approached C.P. to promote the development of a berm to enhance the image of the facility. By June, 1984 work had commenced in hauling fill to the site and shaping the berm. Similarly, the Planning

Department has pushed forward the development of preliminary concepts for the Gateway Park. This has been done primarily to assist in establishing a "test site" for a tourist information centre, prior to a more formal development of the Park.

It is very important that the upgrading efforts outlined for the corridor be followed through with. Realistically, in today's fiscal environment, it will take many (5 to 10) years to complete implementation of the capital improvements. To assist in the implementation effort, it is recommended that the projects should be undertaken in the following order of priority as money becomes available:

1. Gateway Park
2. Lighting Extension
3. Screening City Yards
4. Urban Forestation Landscaping Program
5. Signage Upgrading

The recommendations accompanying the Study emphasize the need to pursue the first priority project - Gateway Park - immediately. This is necessary to establish a location for a tourist centre in the Spring, 1985, without wasting resources in selecting and upgrading a different interim location along the corridor.

Notwithstanding proposed public, capital improvement initiatives, upgrading of the corridor will depend mostly on private sector actions. Implementation of the land use and urban design guidelines depend heavily on voluntary actions by owners (e.g., signage upgrading). As well, the guidelines depend on their acceptability to owners and developers and the willingness of these two groups to fit into and implement civic objectives for the entranceway.

2.0 SYNOPSIS OF AREA

2.1 INTRODUCTION

To fulfill the mandate of this Study, a number of research activities have been undertaken:

1. a review of pertinent legislation affecting the Study Area and surrounding areas;

2. a survey of businesses and industries operating in the Study Area, in order to obtain opinions and data;

3. a market analysis of land values and space rental rates;

4. an economic analysis to determine the general feasibility of a range of land uses in the Study Area;

5. field surveys to obtain land use information.

A description of these research activities is contained in Appendix I.

2.2 BOUNDARIES OF STUDY AREA

The Study Area extends along the Calgary Trail corridor, from 80 Avenue N.W. on the north, to the City limits near 41 Avenue S.W. on the South - a distance of more than 13 kilometres. Discussion of issues and proposals for the study area is divided into the three zones described in the development concept (Section 1.4):

See Map 2

Zone 1	- 41 Avenue S.W. to 9 Avenue N.W.
Zone 2	- 9 Avenue N.W. to Whitemud Drive
Zone 3	- Whitemud Drive to 80 Avenue N.W.

2.3 CHARACTERISTICS OF SUB-AREAS

2.3.1 Zone 1 - City Limits (41 Avenue S.W.) to 9 Avenue N.W.

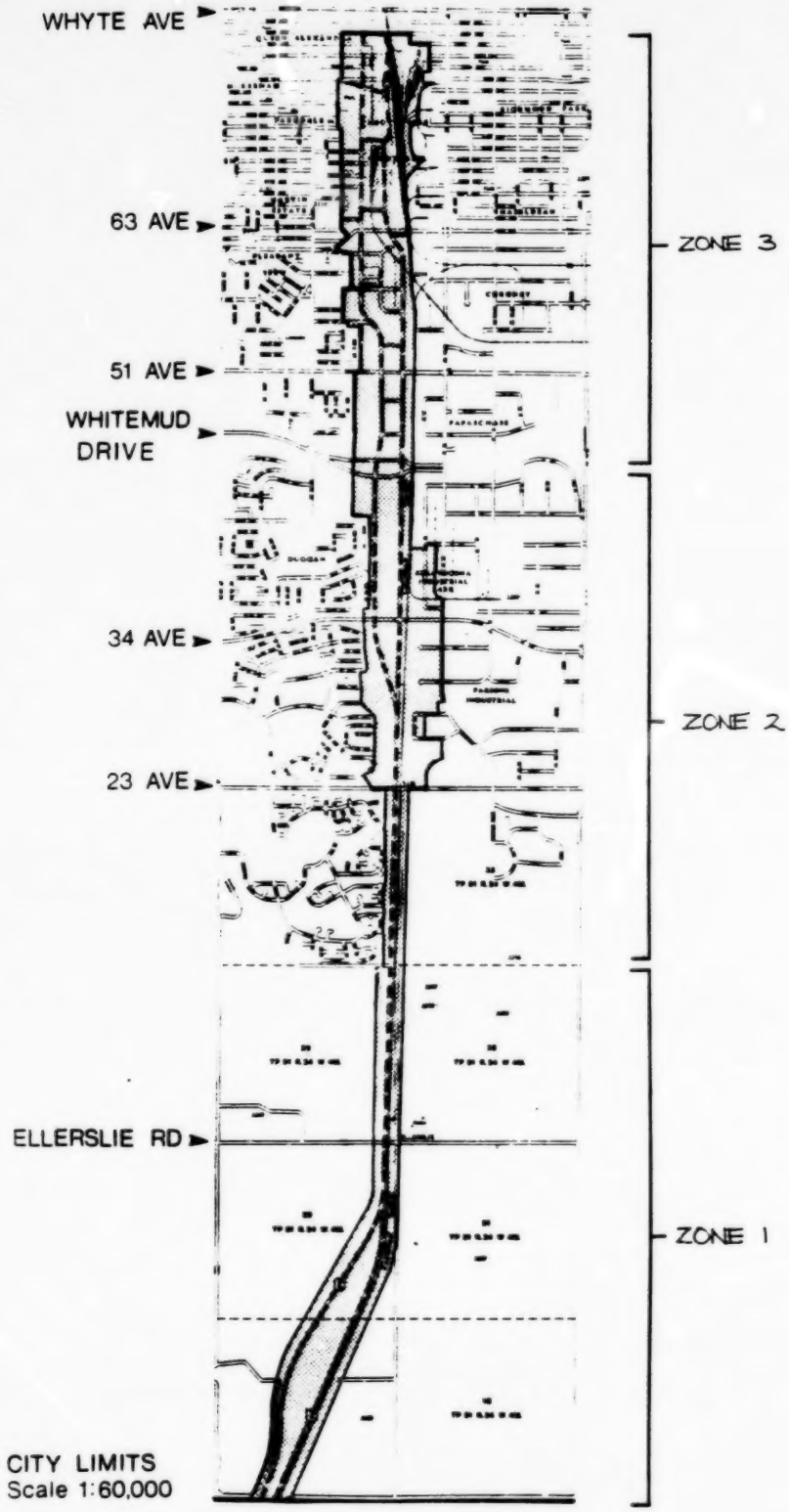
This area is composed mainly of lands recently annexed to the City. The majority of land, therefore, is rural and farmed. There is a small pocket of country residential and highway commercial uses at the Ellerslie Road intersection. Also located at this intersection is a grain elevator and a sod farm. In the southern part of the area, the Calgary Trail becomes a divided highway, with a 300 metre wide median separating the north and south lanes.

See Map 3
See Map 4

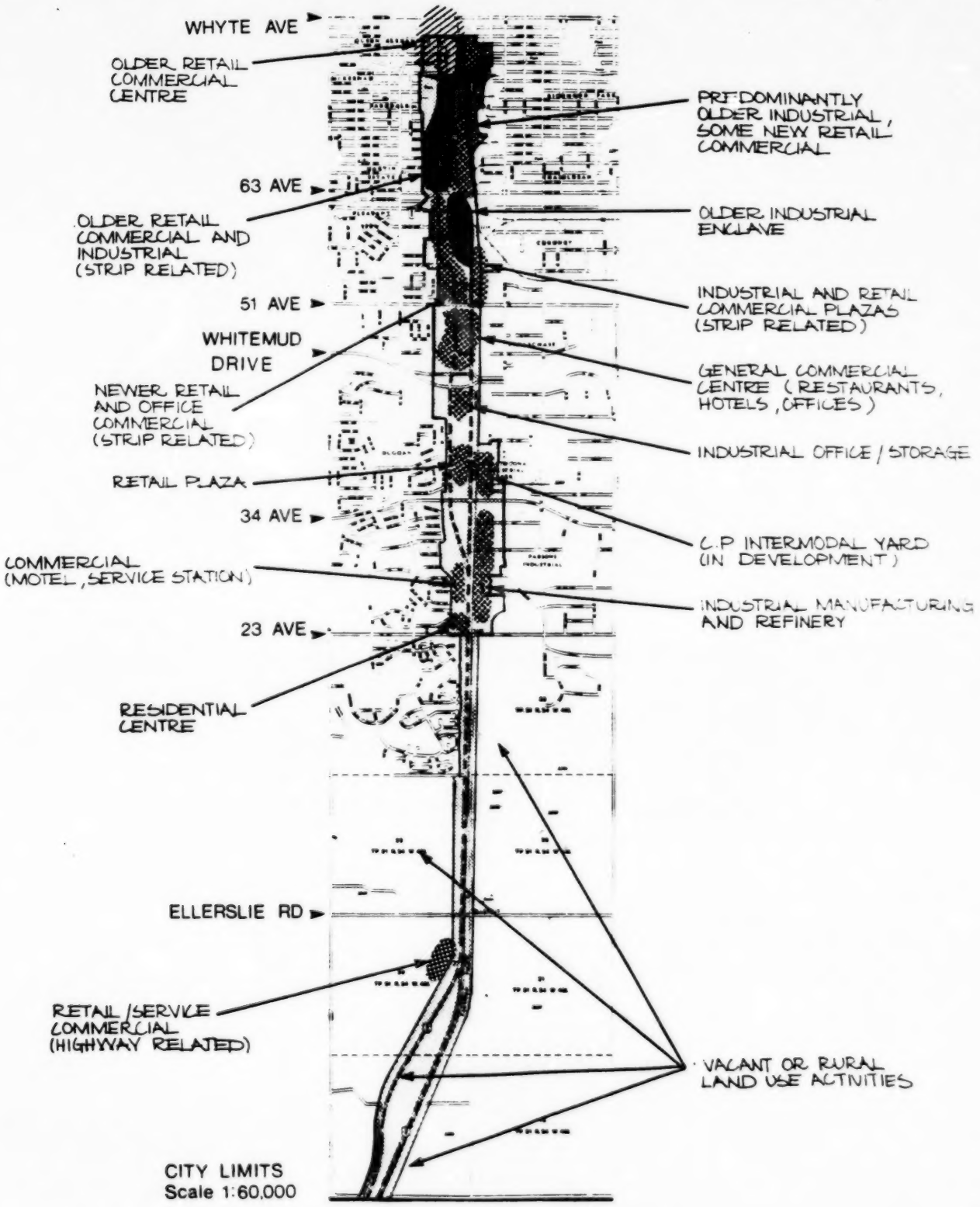
2.3.2 Zone 2 - 9 Avenue N.W. to Whitemud Drive

East of the Trail and the CP line, existing development is limited in the southern portion to a few scattered industries and the Edmonton Ethane Plant. On the north, the Parsons Industrial area contains a mix

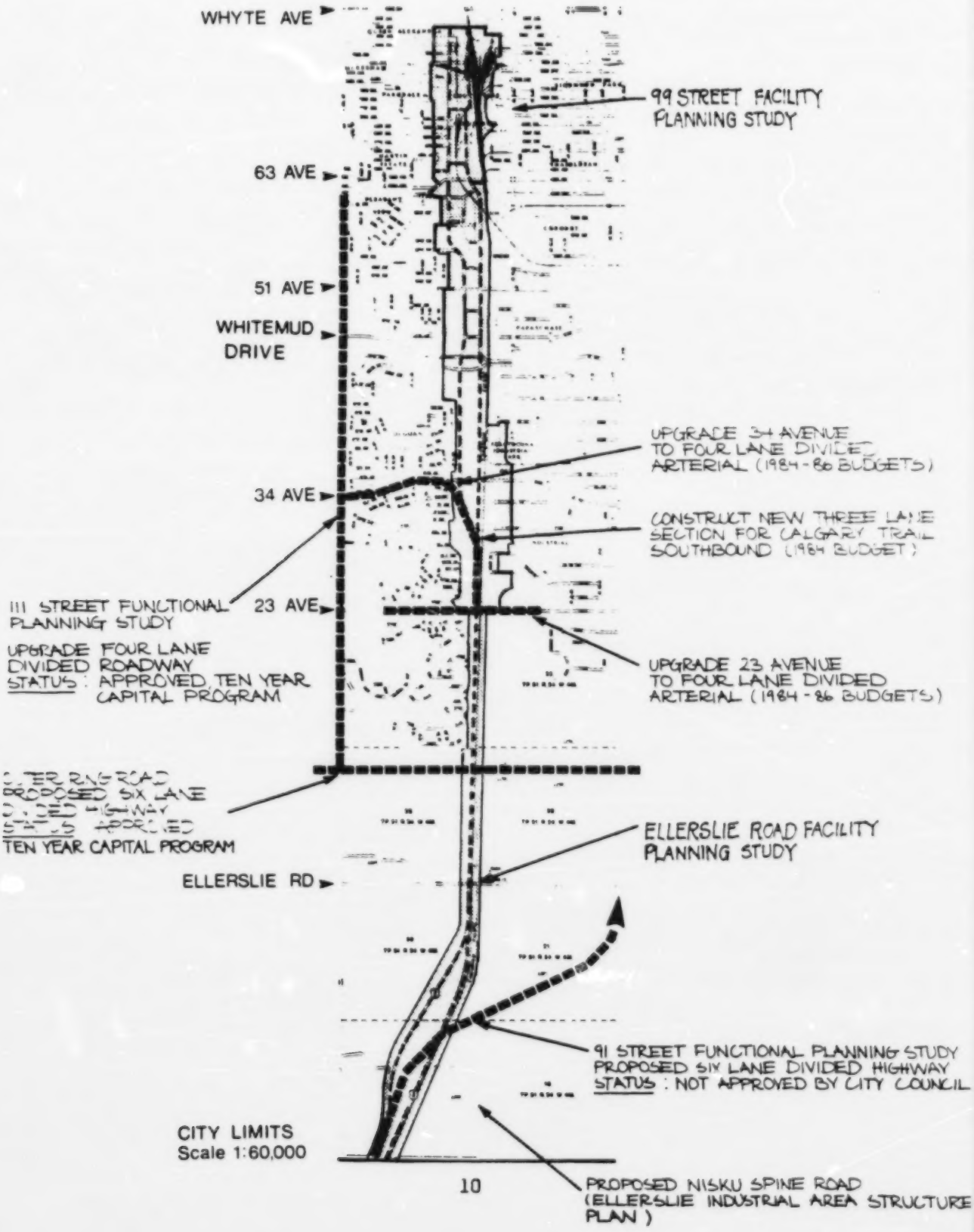
MAP 2. STUDY AREA BOUNDARIES: ZONES



MAP 3. OVERVIEW: LAND USE CONTEXT



MAP 4. OVERVIEW: TRANSPORTATION PLANS


WHYTE AVE
99 STREET FACILITY PLANNING STUDY
63 AVE
51 AVE
WHITEMUD DRIVE
UPGRADE 34 AVENUE TO FOUR LANE DIVIDED ARTERIAL (1984-86 BUDGETS)
34 AVE
CONSTRUCT NEW THREE LANE SECTION FOR CALGARY TRAIL SOUTHBOUND (1984 BUDGET)
111 STREET FUNCTIONAL PLANNING STUDY
23 AVE
UPGRADE FOUR LANE DIVIDED ROADWAY
STATUS: APPROVED TEN YEAR CAPITAL PROGRAM
UPGRADE 23 AVENUE TO FOUR LANE DIVIDED ARTERIAL (1984-86 BUDGETS)
OUTER RING ROAD
PROPOSED SIX LANE DIVIDED HIGHWAY
STATUS APPROVED
TEN YEAR CAPITAL PROGRAM
ELLERSLIE ROAD FACILITY PLANNING STUDY
ELLERSLIE RD
91 STREET FUNCTIONAL PLANNING STUDY
PROPOSED SIX LANE DIVIDED HIGHWAY
STATUS: NOT APPROVED BY CITY COUNCIL
CITY LIMITS
Scale 1:60,000
PROPOSED NISKU SPINE ROAD (ELLERSLIE INDUSTRIAL AREA STRUCTURE PLAN)

of newer industrial operations, the C.P. intermodal yard facility, and a significant amount of undeveloped, subdivided and serviced property.

To the west of the CP line, the southern portion of the zone has a few low intensity highway commercial uses. This portion has experienced some pressure for more intensive development such as the Ermineskin Place development at 23 Avenue N.W. and proposed redevelopment of the Grove Motel site on the southside of 23 Avenue N.W. In the northern portion of the zone, an intensive commercial service area has begun to develop. From 34 Avenue N.W., to Whitemud Drive, Southpark Village Shopping Centre, Union Tractor, and several motels along the east side of Calgary Trail northbound have been the dominant attractions. Substantial development pressure is being experienced in this area with several proposals underway to add to the supply of commercial retail and office space: development of the 68,000 square foot "Food for Less" supermarket, proposed redevelopment of Union Tractor site to retail and office (Interplex), proposed "Restaurant Row" just north of Southpark Village, and the proposed commercial designation of over 40 acres of land in the northeast part of the Duggan community at Whitemud Drive and Calgary Trail southbound.

2.3.3 Zone 3 - Whitemud Drive to 80 Avenue N.W.

This zone is characterized by a mix of commercial and industrial development. Commercial activities are evolving along both 103 and 104 Streets in an area which still contains older industrial operations. These two commercial strips generally enclose an older industrial enclave. Uses in this enclave tend to be medium industrial* in nature.

See Appendix III In the southern part of the zone, there is a large cluster of highway commercial activities, (hotels, motels, restaurants, and gas stations), mixed with general commercial uses such as car dealerships, retail stores, as well as office space. There is a major housing development including townhouses and apartments, being constructed in this area, as well as the approximately 100,000 square foot "Real Canadian Superstore". There are also several large parcels of vacant land.

In the northern part of Zone 3 commercial development is primarily located along 104 Street, concentrated between 76 and 80 Avenues and includes two plaza developments, a hotel and a lumber yard. To the north is the heart of the Whyte Avenue commercial district in Old Strathcona.

3.0 GENERAL POLICIES

3.1 INTRODUCTION

There are some policies which should be applied throughout the Calgary Trail corridor. Other policies are specific to one particular zone of the corridor. Both general and zone-specific policies have been organized into three categories: land use, transportation, and urban design.

3.2 GENERAL LAND USE POLICIES

a) **The Administration shall implement the general development strategy for the corridor as outlined in Section 1.4 through the preparation and assessment of statutory plans, and redistricting and development applications.**

See Map 1

Since the completion of the 1976 Calgary Trail Study, for that portion of the corridor between 51 Avenue N.W. and 9 Avenue N.W., several changes have taken place. As a result, there is a need for consistent, Council-endorsed policies to establish direction for positive changes. The significant changes which have taken place are:

i) annexation has moved the City boundary south to 41 Avenue S.W. and has established some concerns about potential development of lands adjacent to the roadway;

ii) twinning of the roadway has caused "shifts" in perception of accessibility/marketability of sites; and,

iii) given (i) and (ii), what are the preferred land uses and how appropriate are existing land use controls?

The proposed development concept recognizes the importance of the transportation function in the corridor. Land use and urban design proposals are shaped by the dominance of that function and the need to establish appropriate balances between these functions or elements.

b) **The Administration shall encourage redistricting applications for sites which contain existing non-conforming uses, to redistrict those sites to appropriate land use districts in accordance with the proposed land use policies for each Zone.**

There are several non-conforming uses in that part of the corridor north of 63 Avenue N.W. These non-conforming uses have created some concerns amongst property owners/managers who must get Development Appeal Board approval prior to executing rental agreements. The delays and costs inherent in this has resulted in great difficulty in renting out space.

The existence of non-conforming uses or occupancy proposals is partly due to the economy - any leasee is welcome - and partly due to the changing nature of the area - a transition from industrial to commercial. To overcome any "concern" about the appropriateness

of existing land use controls, owners/developers are encouraged to redistrict properties in a way which is consistent with the development strategy for this zone of the corridor.

General Municipal Plan

c) **As part of the General Municipal Plan review and update, the Administration shall initiate the amendment of the text of Policy 6.H.6 and Map 6.5 of the General Municipal Plan so that the highway commercial designation extends north only to Whitemud Drive.**

Currently, the General Municipal Plan indicates that the area north from 23 Avenue N.W. to 51 Avenue N.W. is suitable for highway commercial development, as outlined in the CHY district of the Land Use Bylaw. The intent of the highway commercial designation is to establish "high quality" entranceways into the City of Edmonton. By the very nature of the uses and regulations in the CHY district, a finer degree of influence on qualitative aspects of land use is available.

The proposed amendment will bring the General Municipal Plan into agreement with this Study. As Whitemud Drive is designated as the break-point between a highway and arterial roadway function, and since substantially higher density general commercial developments have been established north of Whitemud Drive, this is the logical termination of the highway commercial designation.

3.3 GENERAL TRANSPORTATION POLICIES

a) **The functions of the roadway and corridor, as outlined in the development strategy (Section 1.4), shall be recognized and reinforced.**

See Map 1

b) **The design of future alterations to the roadway shall give particular attention to mitigating/avoiding potential negative effects on desired land use activities.**

Some difficulties have been experienced in the corridor by the changing balance between transportation functions and permitted land use development. For example, north of 63 Avenue N.W. the implementation of the 103 Street and 104 Street one-way couplet has significantly altered land use patterns and development potential. Businesses fronting along the traditional business street, 104 Street, are now perceived to be in a relatively poor location. Similarly, the twinning of the Trail between 51 Avenue N.W. and 28 Avenue N.W. and the subsequent development of land between the two legs has created some inefficiencies and safety concerns with conflicts between site access and through traffic movements.

The desired balance between the roadway functions and land use development adjacent to the roadway is outlined in the development strategy. Given the pre-eminence of the roadway functions throughout most of the corridor, it is important that transportation and land use decisions reinforce the requisites of the roadway functions.

3.4 GENERAL URBAN DESIGN POLICIES

a) **The implementation of the urban design concept outlined on Map 6 shall be encouraged through undertaking public works and private development.**

See Map 6

The general concept emphasizes the encouragement of appropriate high quality land uses, the improvement of landscaping on rights-of-way along the highway and in private developments, a greater awareness in site design and architectural treatment to the appearance or impression created by development, and improvements to signage. The other major points in the concept are the southward extension of street lighting and the establishment of a Gateway Park.

The type of development along the Calgary Trail, partly because of its commercial and industrial nature, has created an unattractive visual impression of Edmonton. There is an opportunity to ensure that future uses in presently undeveloped areas, such as the Edmonton Research and Development Park, the South Industrial area and the Ellerslie Industrial area, contribute to a more attractive city entrance than presently exists. In this context, the concern is the appearance of adjacent lands from the highway rather than the type of future use. Open storage yards, loading areas, and certain types of building materials can detract from efforts to enhance the appearance of this major city entranceway. Further north in the corridor, there is a need to examine the ways in which the visual quality of future redevelopment, and existing development, can be enhanced.

b) **Greater attention shall be given to improving the location, siting, comprehendibility and design of signage in the corridor by:**

Signage

i) **promoting within the business community the voluntary replacement of older advertising signage;**

ii) **discouraging the use of portable signs and free-standing billboards; and**

iii) **improving directional signage to major facilities such as hospitals, University, Downtown, and Government Centre.**

Through information received in the business survey and through visual inspection of the corridor, advertising signage, particularly older signage, is perceived by many to be unattractive. A proliferation of portable signs occurring in the corridor also has some negative impact. Signage catering to the tourist was seen to be deficient or poorly located in the area. Signs identifying the locations of local civic attractions, the locations of major facilities and the locations of tourist facilities such as hotels, motels, restaurants and service stations could be upgraded. Signage identifying the entrance to the city and the location of the Tourist Information Centre was considered a high priority.

Some directional and roadway signage is confusing or not quickly understandable, particularly in areas where U-turn movements to

MAP 5. URBAN DESIGN ISSUES AND OPPORTUNITIES

104 STREET IS A BUSY RETAILING AREA BUT IS VERY CONFUSING AND UNATTRACTIVE DUE TO ASPECTS LIKE SIGNAGE AND DUSTY STREET ENVIORNMENT

WHYTE AVE

63 AVE

CLUTTERED COMMERCIAL / INDUSTRIAL STRIP AREA WITH PUBLIC SIDEWALKS IN DETERIORATED CONDITION

51 AVE

WHITEMUD FREEWAY

ERMINESKIN PLACE : A NEYX LANDMARK WITH DISTINCTIVE COLORING

34 AVE

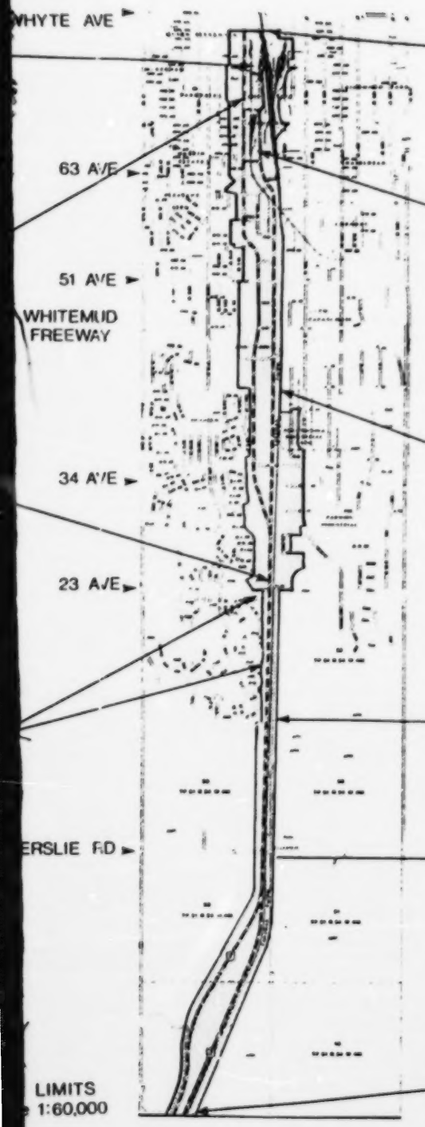
23 AVE

EARTH BERM AND WALK SCREEN PROTECTS RESIDENTIAL AREA FROM NOISE BUT IT IS BLEAK AND MONOTONOUS TREES AND SHRUBBERY ARE REQUIRED

ELLERSLIE RD

CITY LIMITS

Scale 1:60,000



OLD STRATHCONA RAIL STATION, A DISTINCTIVE LANDMARK AND PORTAL TO HISTORICAL AREA

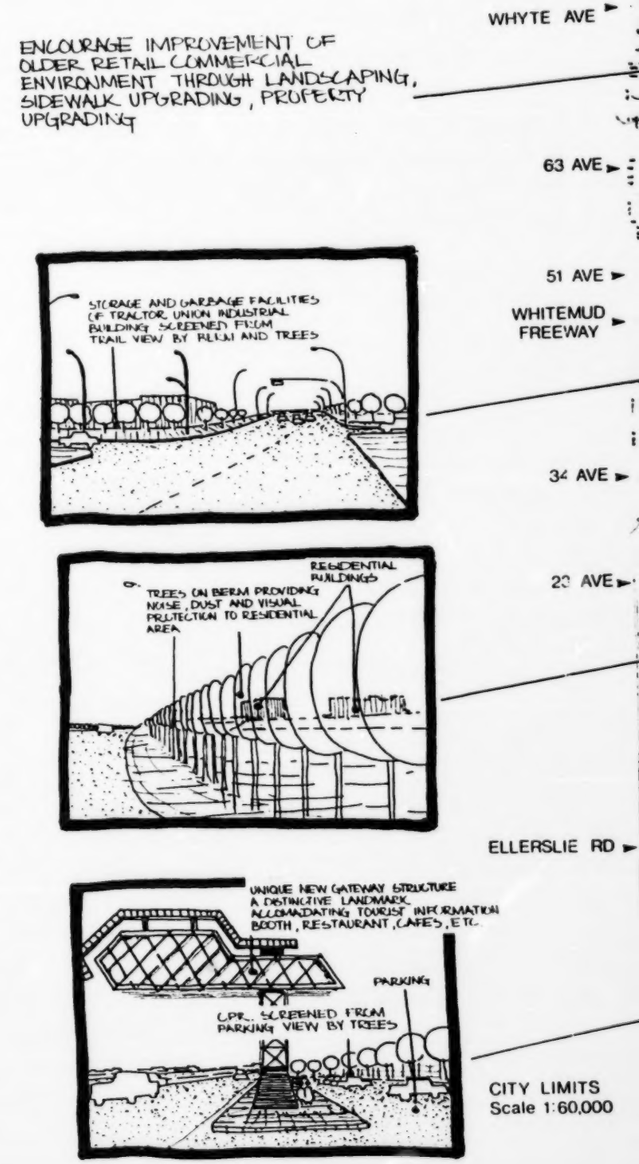
OLDER INDUSTRIAL ENCLAVE EXPOSES CLUTTERED STORAGE AREAS ALONG ROADWAY; SOLID SCREENING WOULD BE AN ASSET

DESIRABLE TREATMENT OF BUILDING AND SITE, BUT THERE IS CONFUSION IN SIGNAGE AND OVERHEAD WIRING

RURAL SETTING IN WHICH TREES SHOULD BE RETAINED TO MAINTAIN SENSE OF ENCLOSURE; OPPORTUNITY TO LANDSCAPE ROADSIDE; ABSENCE OF STREET LIGHTING

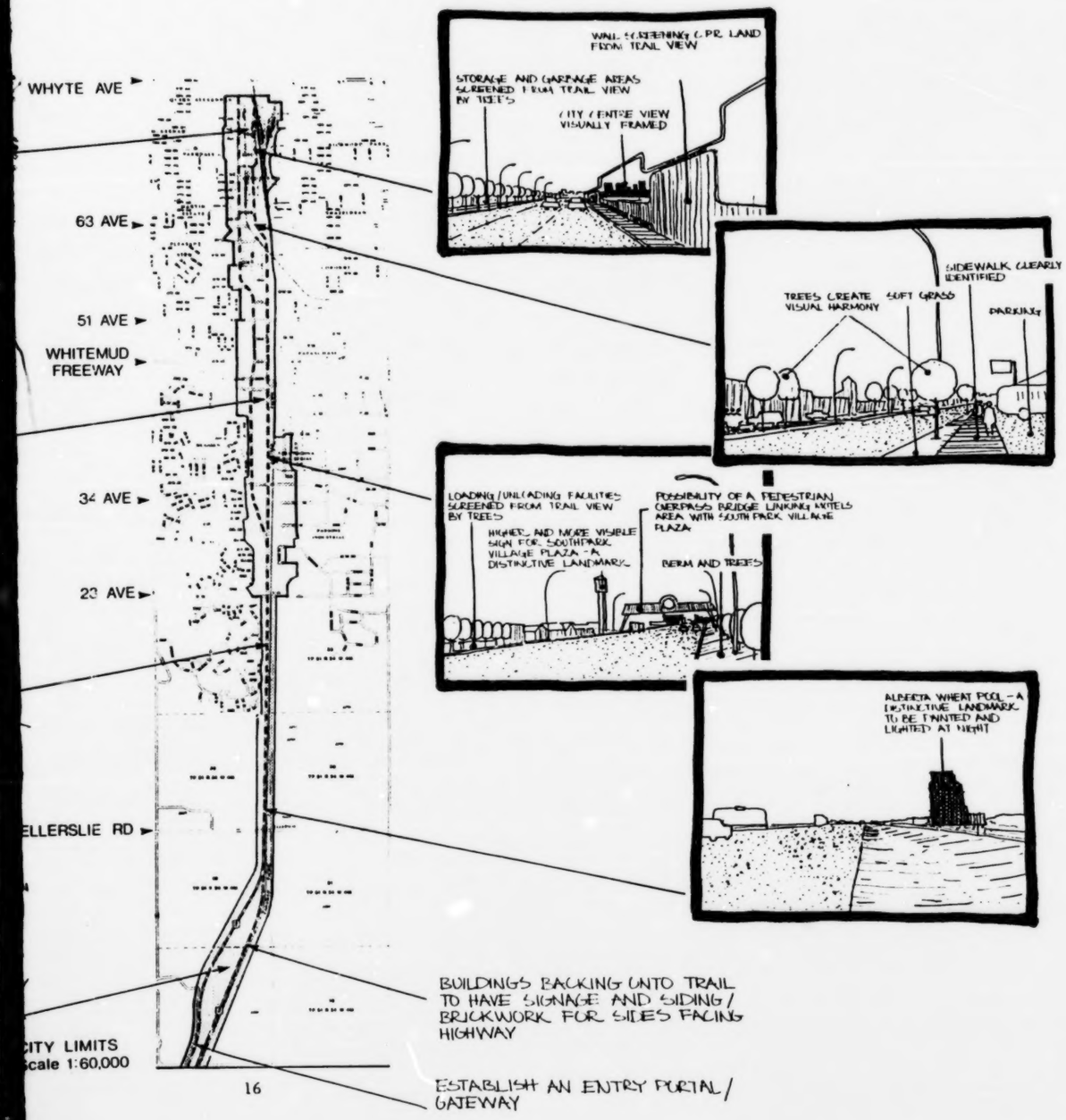
OPPORTUNITY TO IMPROVE OUR GATEWAY TO EDMONTON

MAP 6. URBAN DESIGN CONCEPT



ENCOURAGE IMPROVEMENT OF OLDER RETAIL COMMERCIAL ENVIRONMENT THROUGH LANDSCAPING, SIDEWALK UPGRADING, PROPERTY UPGRADING

UNIQUE NEW GATEWAY STRUCTURE A DISTINCTIVE LANDMARK ACCOMMODATING TOURIST INFORMATION BOOTH, RESTAURANT, CAFES, ETC.
PARKING
UPR. SCREENED FROM PARKING VIEW BY TREES


WHYTE AVE
63 AVE
51 AVE
WHITEMUD FREEWAY
34 AVE
23 AVE
ELLERSLIE RD
CITY LIMITS
Scale 1:60,000
WALL SCREENING C.P.R. LAND FROM TRAIL VIEW
STORAGE AND GARBAGE AREAS SCREENED FROM TRAIL VIEW BY TREES
CITY CENTRE VIEW VISUALLY FRAMED
SIDEWALK CLEARLY IDENTIFIED
TREES CREATE VISUAL HARMONY
SOFT GRASS
PARKING
LOADING/UNLOADING FACILITIES SCREENED FROM TRAIL VIEW BY TREES
POSSIBILITY OF A PEDESTRIAN OVERPASS BRIDGE LINKING MOTELS AREA WITH SOUTH PARK VILLAGE PLAZA
HIGHER AND MORE VISIBLE SIGN FOR SOUTHPARK VILLAGE PLAZA - A DISTINCTIVE LANDMARK
BERM AND TREES
ALBERTA WHEAT POOL - A DISTINCTIVE LANDMARK TO BE PAINTED AND LIGHTED AT NIGHT
BUILDINGS BACKING ONTO TRAIL TO HAVE SIGNAGE AND SIDING/ BRICKWORK FOR SIDES FACING HIGHWAY
ESTABLISH AN ENTRY PORTAL/ GATEWAY

the opposite leg of the couplet are identified, or where access to businesses is via service roads. The ease and safety of east-west movement across the Trail needs to be improved also.

North of 51 Avenue N.W., there is a need to introduce better roadway signage identifying which avenues are through avenues permitting U-turns in order to travel the opposite direction on the couplet. The existing signs are too small and too close to these avenues to be read and reacted to in time.

South of 55 Avenue N.W., much of the newer development in this area is accessed from service roads. Road signs indicating access points to these service roads are necessary, especially given the difficulty of doubling back if an access ramp is missed. Improved signage can be incorporated very effectively in new construction in the southern parts of the corridor.

Landscaping

c) **Greater attention shall be given to enhancing landscaping treatment generally throughout the corridor by:**

i) **requiring submission of landscaping plans for all new developments, and existing developments which materially alter the exterior of existing buildings and/or use of yard spaces;**

ii) **establishing general site design guidelines for siting and screening; and**

iii) **establishing an Urban Forestation Landscaping Program for roadside berms, ditches, medians, and any other public roadside areas.**

The less than ideal image fostered by properties abutting the roadway is partly due to the age of development and applications of different standards. If the image is to improve, efforts must be made to upgrade older areas through redevelopment and renovation activities. Therefore, through the development permit process, guidelines can be reviewed with developers to encourage appropriate siting and screening of unattractive activities such as outdoor storage, and loading/unloading areas.

There are extensive areas of public land along the corridor south of Whitemud Drive to the city limit. Most of this public land along the corridor is roadway rights-of-way. This includes berms topped with noise walls on the west of the Calgary Trail southbound, and drainage swales between the road and the CP tracks on the east side of Calgary Trail northbound, south of Whitemud Drive. With limited funds and a relatively low priority assigned to roadway landscaping in the past, the amount of landscaping has been minimal. The sporadic treatment of landscaping along the corridor has resulted in Edmonton's southern entry being barren and lifeless; a poor impression for incoming business people and tourists.

4.0 POLICIES FOR ZONES

4.1 POLICIES FOR ZONE 1

This zone extends from 41 Avenue S.W. to 9 Avenue N.W. It is designated in the development strategy as a "free-flow" highway zone where the pre-eminent function is through-traffic movement. Following from this, other policies are intended to ensure that this traffic movement function is not unduly compromised. Map 7 summarizes the policies for this zone.

4.1.1 Land Use Policies

a) Commercial development shall be limited to the existing cluster at the southwest corner of Ellerslie Road and Highway No. 2. No new areas shall be supported for commercial development in this zone.

b) No new development on lands abutting the roadway shall be provided with access to the Calgary Trail either directly or via access roads running parallel to the roadway, with the exception of the Gateway Park.

c) East of the Calgary Trail roadway industrial development shall proceed in accordance with the Ellerslie Industrial Area Structure Plan.

d) West of the Calgary Trail roadway, with the exception of the Ellerslie Road commercial cluster, agricultural uses are preferred. Over the very long term, as additional land is required to meet housing unit demands, low density residential development would be suitable.

e) A permanent site for a Tourist Information Services Centre shall be located in this zone. The preferred site is the large median strip at the southern end of the zone.

4.1.2 Transportation Policies

a) That the traffic movement function be the primary concern in future planning and development in this zone.

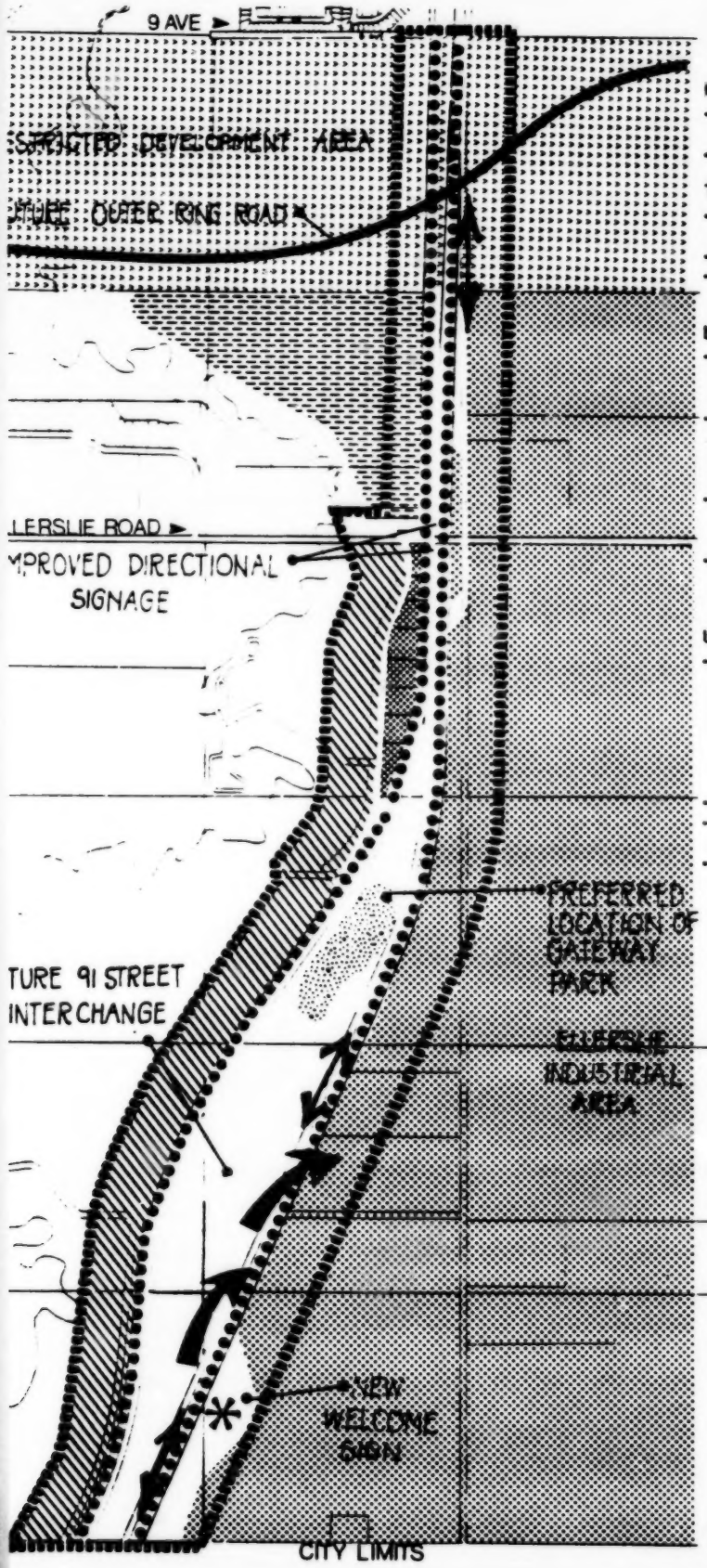
b) Developments on land east and west of the roadway shall have access only from internal collector roadways. No new direct access or access roads shall be developed with the exception of that required for a Tourist Information Services Centre site.

c) That access be provided from both southbound and northbound legs of the Trail to east-west roadways, to ensure adequate accessibility to all areas of the city.

4.1.3 Urban Design Policies

a) That noise attenuation features shall be encouraged to be integrated onto non-residential sites abutting residential sites through the subdivision and development permit processes.

MAP 7 (ZONE 1) DEVELOPMENT CONCEPT AND POLICIES SUMMARY



ZONE 1: "FREE FLOW" HIGHWAY

Overall Intent

- To maintain the pre-eminence of the highway function
- To enhance the image of Edmonton

Transportation

- maintain the Calgary Trail corridor as the main Southern entryway into the city
- prohibit additional direct access to the highway
- require access to land abutting the highway to be from internal roadways

Land Use

- limit the highway and general commercial activities to existing cluster; no new areas to be commenced
- land along highway to be developed as part of comprehensive, large areas such as neighbourhood units; development on abutting land is to back onto the highway
- west of the highway, residential development is preferred; east of the highway, industrial development is planned
- establish a "Gateway Park" in this zone; preferred site is the median strip of the highway south of Ellerslie Road

Urban Design

- encourage industrial and commercial buildings which abut the highway to locate signs so they are visible from the Trail, to avoid use of grey concrete (block or precast) exterior finishes, to utilize brighter colours in finishing, and to site and/or screen outdoor storage, loading and parking so it is not readily visible from the Trail.
- extend street lighting south to 41 Avenue S.W.
- install larger directional/information signage on Calgary Trail Southbound north of Ellerslie Road
- establish the Urban Forestation Landscaping Program

LEGEND

- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- RURAL/AGRICULTURAL
- NEW HIGHWAY LIGHTING
- LANDSCAPING PROGRAM

NOTE :

PROPOSED LAND USE REFERS TO DOMINANT USE ONLY, NOT TO EXCLUDE MIXED USE DEVELOPMENTS OR OTHER USES ON SMALL SITES CONSISTENT WITH THE LAND USE POLICIES

SCALE 1:20,000 N

b) That roadway lighting be extended to the southern City limits (41 Avenue S.W.) over a 10-year period.

c) That the following guidelines, which are listed in order of priority, shall be encouraged in industrial areas east of the C.P. tracks:

- no open storage to be allowed in yards abutting the corridor (e.g., must be screened substantially);
- parking areas are to be screened from view from the Trail;
- buildings should "appear to" face or front onto the Trail (e.g., fascia signs should face the Trail);
- where possible, regarding the exterior finish of the buildings, the use of concrete block shall be discouraged; and
- lighting and signage should be visually pleasing and interesting (e.g., the use of colours).

d) That a Gateway Park shall be established in the median strip between the two legs of the Trail south of Ellerslie Road. Generally, the Park shall be passive and ornamental with a small portion intensively developed to cater to tourist-related services.

e) That directional signage be upgraded on Calgary Trail northbound and southbound at Ellerslie Road.

4.2 POLICIES FOR ZONE 2

Zone 2 extends from 9 Avenue N.W. to Whitemud Drive. It functions largely as a transition from an open free-flow highway to an urban arterial roadway. The function of the zone is a mixture between through-traffic movement and extensive commercial land use. As a consequence, there is conflict between relatively fast-moving through-traffic and the slower, more complex movements of traffic which is accessing commercial sites. As commercial land use extends throughout this zone, it is anticipated that this conflict will become more pronounced. This conflict would likely be alleviated by the construction of the Outer Ring Road.

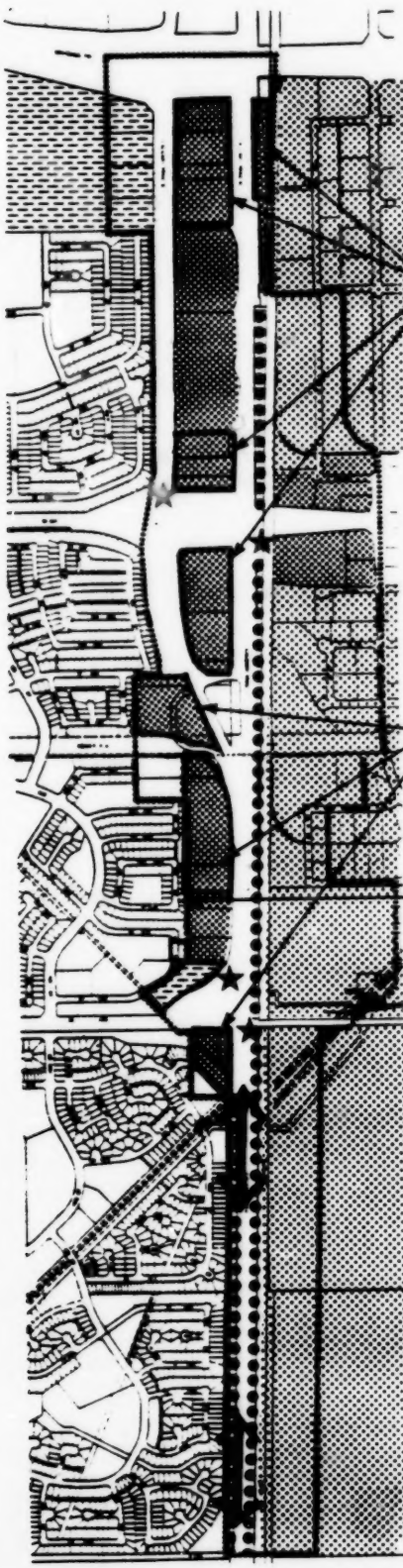
4.2.1 Land Use Policies

a) East of the C.P. railway track, industrial uses are to be developed in accordance with the existing Outline Plan and Area Structure Plan.

b) West of the C.P. railway track, highway-oriented commercial uses shall be encouraged.

c) The land at the southwest corner of Calgary Trail southbound and Whitemud Drive is designated for low density residential use on the premise that no access will be granted to the Trail. However, if access is granted at some future date, then highway-oriented commercial activities would be appropriate, particularly with regard to uses and intensity.

MAP 8 (ZONE 2) DEVELOPMENT CONCEPT AND POLICIES SUMMARY


WHITEMUD DRIVE
CONTINUE INFILL OF VACANT SITES FOR HIGHWAY COMMERCIAL ACTIVITIES
34 AVE
CONTINUE INFILL OF VACANT SITES FOR HIGHWAY COMMERCIAL ACTIVITIES
ENCOURAGE PROVISION OF BUFFER
23 AVE.
9AVE.

ZONE 2: TRANSITIONAL HIGHWAY

Overall Intent

- To establish a balance between the highway function and the expanding office, retail, personal service commercial functions
- To enhance the visual impression of the corridor

Transportation

- recognize a transition of the highway function from rural to urban in this zone
- establish access road systems for collective access to sites abutting the highway
- establish slip ramps to access roads so as to maximize visibility and accessibility to commercial activities

Land Use

- recognize as an expanding commercial zone oriented to the travelling public
- west of the C.P. line, highway commercial uses are preferred as outlined in the General Municipal Plan; residential uses could be part of mixed use development here
- maintain a clear separation between low density residential neighbourhoods and commercial uses within the corridor

Urban Design

- encourage industrial and commercial buildings which abut the highway to locate signs so they are visible from the Trail, to avoid use of grey concrete (block or precast) exterior finishes, to utilize brighter colours in finishing, and to site and/or screen outdoor storage, loading and parking so it is not readily visible from the Trail
- encourage noise attenuation features to mitigate against commercial and traffic noise
- design and situate commercial and security lighting so as to not adversely affect people in adjacent residences
- extend street lighting south from 23 Avenue N.W.
- install improved directional information signage at 23 and 34 Avenues N.W., both northbound and southbound
- establish the Urban Forestation Landscaping Program

LEGEND

RESIDENTIAL
COMMERCIAL
INDUSTRIAL
RURAL/AGRICULTURAL
NEW HIGHWAY LIGHTING
LANDSCAPING PROGRAM
★ IMPROVED DIRECTIONAL SIGNAGE

NOTE :

PROPOSED LAND USE REFERS TO DOMINANT USE ONLY, NOT TO EXCLUDE MIXED USE DEVELOPMENTS OR OTHER USES ON SMALL SITES CONSISTENT WITH THE LAND USE POLICIES

SCALE 1:20,000 N

4.2.2 Transportation Policies

a) That a balance be maintained between through traffic and site access traffic movements so as to minimize danger to public safety and to enhance the efficiency of the transportation system.

b) That land use developments shall be discouraged which would create an unacceptable degree of traffic movement conflicts.

4.2.3 Urban Design Policies

a) That noise attenuation features shall be encouraged to be integrated onto non-residential sites abutting residential sites through the subdivision and development permit process.

b) That the following guidelines, which are listed in order of priority, shall be encouraged in the development of commercial and industrial sites:

- development shall be designed to create an attractive view from the Trail;
- no open storage to be allowed in yards abutting the corridor (e.g., must be substantially screened);
- parking areas are to be screened from view from the Trail;
- buildings should "appear to" face or front onto the Trail (e.g., fascia signs should face the Trail);
- where possible, the use of concrete block shall be discouraged as the exterior finish material on buildings; and
- lighting and signage should be visually pleasing and interesting (e.g., use of colours).

c) That roadway lighting be extended south from 23 Avenue N.W. to 9 Avenue N.W. over a 5-7 year period.

d) Commercial advertising and security lighting shall be placed so as to avoid undesirable effects on adjacent residential areas.

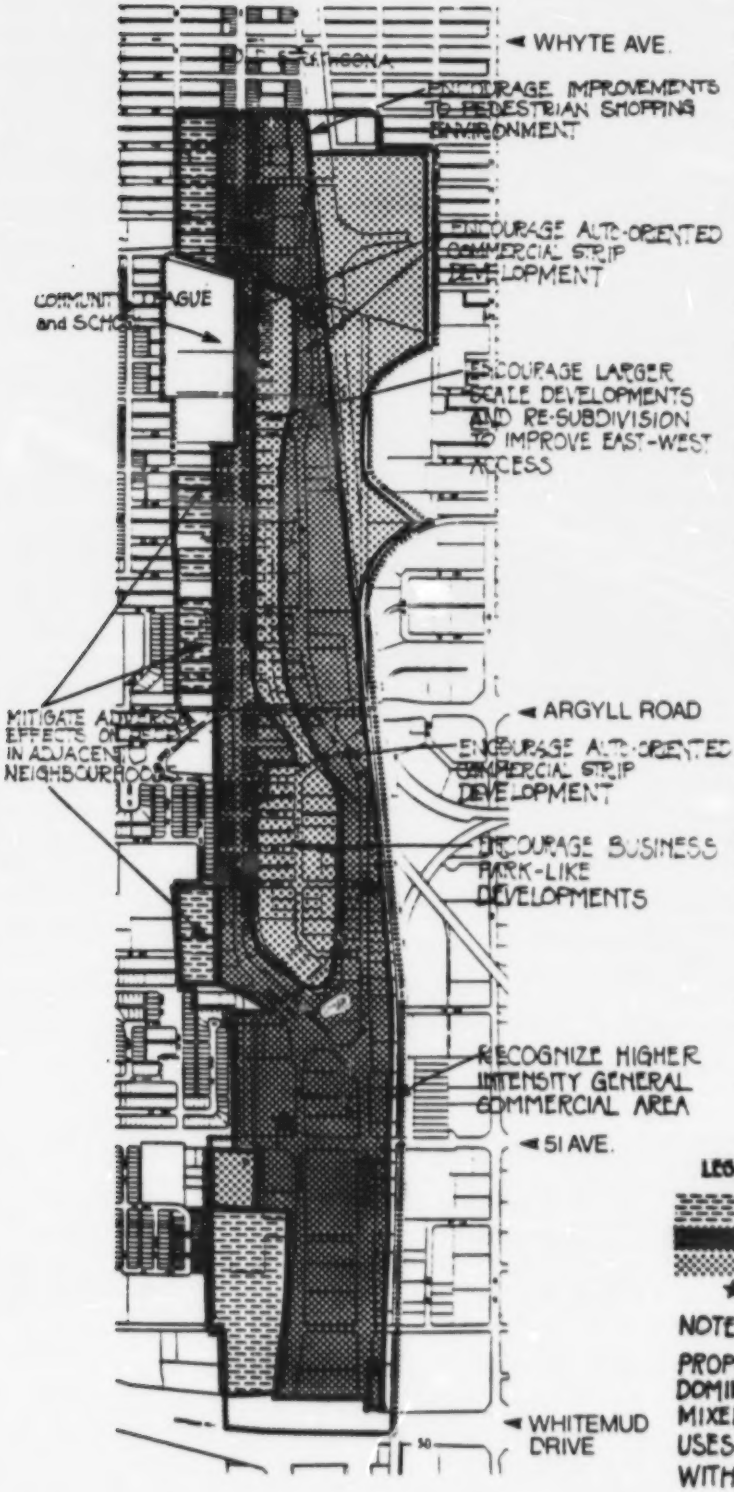
e) That directional signage be upgraded on Calgary Trail northbound and southbound at 23 Avenue N.W. and 34 Avenue N.W.

4.3 POLICIES FOR ZONE 3

The northern portion of the corridor is designated as an urban arterial roadway couplet. The zone is composed of a wide mix of industrial and commercial uses, with the trend being a transition from industrial to commercial. This trend has been spurred on by the introduction of the one-way couplet system which has dramatically changed the relative accessibility, and hence the development potential of land.

The overriding concerns in this zone are parking availability problems, future land use along 103 Street and 104 Street, and environmental

MAP 9 (ZONE 3) DEVELOPMENT CONCEPT AND POLICIES SUMMARY


WHYTE AVE.
ENCOURAGE IMPROVEMENTS TO PEDESTRIAN SHOPPING ENVIRONMENT
ENCOURAGE AUTO-ORIENTED COMMERCIAL STRIP DEVELOPMENT
COMMUNITY LEAGUE and SCHOOL
ENCOURAGE LARGER SCALE DEVELOPMENTS AND RE-SUBDIVISION TO IMPROVE EAST-WEST ACCESS
MITIGATE ADVERSE EFFECTS OF INDUSTRY IN ADJACENT RESIDENTIAL NEIGHBOURHOODS
ARGYLL ROAD
ENCOURAGE AUTO-ORIENTED COMMERCIAL STRIP DEVELOPMENT
ENCOURAGE BUSINESS PARK-LIKE DEVELOPMENTS
RECOGNIZE HIGHER INTENSITY GENERAL COMMERCIAL AREA
51 AVE.
WHITEMUD DRIVE

ZONE 3: ARTERIAL ROADWAY

Overall Intent

- To facilitate a transition from a primarily industrial to a primarily commercial zone within an arterial roadway couplet
- To encourage a rejuvenation of the business environment
- To enhance the visual impression of the corridor

Transportation

- through resubdivision and redevelopment, establish additional east-west links between 103 and 104 Streets north of 65 Avenue N.W.
- monitor need for signalization of crosswalks on 104 Street at Strathcona High School
- ensure adequate on-site parking in new development
- investigate feasibility of on-street parking on 104 Street in off-peak hours

Land Use

- recognize the continued development of the area south of 55 Avenue N.W. as a higher intensity office and auto-oriented retail centre
- encourage development of the area north of University Avenue as an appendage to the pedestrian-oriented retail centre of Old Strathcona
- encourage a transition from industrial to commercial activities along 104 Street and 103 Street between 55 Avenue N.W. and University Avenue
- support industrial business park development in the industrial enclave between 61 Avenue N.W. and 55 Avenue N.W.
- prohibit commercial or industrial development west of the lane west of 104 Street

Urban Design

- promote within the business community concepts for enhancing the area north of University Avenue as a pedestrian-oriented retail area
- site and/or screen loading and parking areas so not to be readily visible from 103 Street or 104 Street
- avoid negative effects on adjacent residential areas by screening loading and parking areas and siting commercial or security lighting appropriately
- encourage screening of outdoor storage areas; show example by screening City Shops Yard

LEGEND

RESIDENTIAL
COMMERCIAL
INDUSTRIAL
★ IMPROVED DIRECTIONAL SIGNAGE

NOTE :

PROPOSED LAND USE REFERS TO DOMINANT USE ONLY, NOT TO EXCLUDE MIXED USE DEVELOPMENTS OR OTHER USES ON SMALL SITES CONSISTENT WITH THE LAND USE POLICIES

SCALE 1:20,000 N

quality. Due to the high number of site access movements, the roadway functions in a much different way than the southern zones; traffic speeds are slower as the roadway serves as less of a reception and distribution function and more as a direct roadway linkage to the Whyte Avenue business area and Downtown.

4.3.1 Land Use Polices

a) Recognize and encourage further development of general commercial activities in the existing cluster between Whitemud Drive and 55 Avenue N.W.

b) Recognize and encourage further development of the area north of University Avenue as an integral part of the Old Strathcona commercial area. Therefore, a pedestrian-oriented shopping environment shall be encouraged by establishing general retail uses on the ground floor and other uses on upper floors. The height and density of development shall be greater than that south of University Avenue but slightly less than permitted in Old Strathcona.

c) Low intensity general commercial activities shall be encouraged along 103 Street and 104 Street. The development pattern would essentially be a commercial strip.

d) North of 63 Avenue N.W., encouragement shall be given to development proposals which involve large parcels that can facilitate additional links between 103 Street and 104 Street.

e) Non-residential development shall not be supported west of the alley west of 104 Street. This area should remain as residential.

f) If redeveloped, the City's South Side Traffic Shop yards at 66 Avenue N.W. and 105 Street should be used for industrial business park and/or general commercial uses.

g) The industrial enclave between 61 Avenue N.W. and 55 Avenue N.W. and between 103 Street and 104 Street is a location suitable for light industrial and industrial business park uses.

4.3.2 Transportation Policies

a) Inadequate parking, both on and off-street, is currently a concern, particularly north of 63 Avenue N.W. This situation should be monitored and the possibility of permitting on-street parking on 103 Street and 104 Street during off-peak hours should be evaluated.

b) In the event of redevelopment, the full parking provisions of Section 66 of the Land Use Bylaw shall be required to ensure that future developments do not add to the existing problem.

c) Existing crosswalks shall be evaluated periodically to determine if signalization is warranted, particularly on 104 Street across from Strathcona High School.

4.3.3 Urban Design Policies

a) That directional signage be upgraded on 104 Street at the following locations:

- add new information signs indicating access to 103 Street from University Avenue;
- add large overhead signs indicating information relevant to 51 Avenue N.W. Review appropriateness of such signage at 63 Avenue N.W.; and
- replace information signs indicating access to 103 Street from 78 Avenue N.W. and 76 Avenue N.W.

b) That directional signage be upgraded on 103 Street at the following locations:

- add new information signs indicating access to 104 Street from University Avenue;
- add large overhead sign indicating information relevant to 51 Avenue N.W.; and
- replace information signs indicating access to 104 Street from 61 Avenue N.W. and 63 Avenue N.W.

c) In the event of redevelopment along the west side of 104 Street north of 51 Avenue N.W., screening shall be encouraged. This screen shall be of sufficient height and/or density to screen the view of rear parking, storage and loading areas from residential areas to the west.

d) All parking and service areas including loading, storage and garbage receptacles shall be adequately screened so as not to be readily visible from 103 Street, 104 Street or adjacent residential areas.

e) In the event of redevelopment of the vacant parcel north of 51 Avenue N.W. west of Calgary Trail southbound, the following guidelines, listed in order of priority, shall be encouraged:

- access to the site does not adversely affect the safety or efficiency of traffic movement on Calgary Trail southbound;
- the size, location and mass of any building(s) are compatible with the residential uses to the west; and
- parking and service areas are adequately screened.

f) In the event of redevelopment of properties adjacent to Argyll Road, the following guidelines, listed in order of priority, shall be encouraged:

- orientation of building entrances and facades towards 103 Street or 104 Street;

- the location of parking and loading areas away from the 103 Street, 104 Street and Argyll Road, preferably to the side and rear of new buildings; and

- landscaping along the periphery of these sites to include continuous treed landscaping or a berm of sufficient height to screen parking, loading and service areas from 103 Street, 104 Street and Argyll Road.

g) The entire area between 80 Avenue N.W. and University Avenue shall be encouraged to develop as a higher quality pedestrian-oriented shopping environment. Sidewalk development along the west side of 103 Street, treed landscaping and pedestrian crosswalks are envisioned in the future improvement of the area. This can occur as the Whyte Avenue commercial area expands and matures. Development proposals shall be encouraged to promote this concept.

h) If the City Traffic Shop Yard remains in operation in the immediate future, the City should demonstrate initiative to upgrade the area by installing suitable solid screening along 103 Street.

5.0 IMPLEMENTATION

How will the policies contained in this Study be implemented? Achieving the objective of the Study - to focus attention on the opportunity to enhance the image of Edmonton's southern entranceway - will depend wholly on the extent to which the recommendations or similar alternatives are followed through on. The table presents the major capital and operating programs required to commence implementation.

See Table 1

Capital Programs

Of the capital program items, two items are given more detailed attention - Gateway Park and the Urban Forestation Landscaping Program. Council concurrence and direction is being sought for immediate action on these. The other capital terms are viewed as projects to be acted on over the longer term, as budget priorities permit. At present, there are no funds designated for these projects. Developing a financial strategy will be a key part of the additional work on the Gateway Park program.

The operating program items are primarily directed at the Planning Department and Transportation Department. The implementation actions are activities undertaken on an ongoing basis as routine operations such as processing of development applications and monitoring on-street parking. No new programs or studies are proposed. Some staff time may be required in the implementation of the Gateway Park proposal. The amount of staff time will depend on whether design work is done "in house" or by consultants.

TABLE 1 IMPLEMENTATION STRATEGY

ITEM		DESCRIPTION OF ACTIONS		RESPONSIBLE GROUP/AGENCY	TIMING
1. Gateway Park	a)	Review preferred location to ensure technical acceptability of the site and assess preliminary costs for development (access roads, landscaping).	-	Planning with input from Transportation, Parks, E.C.T.A.	Fall, 1984
	b)	Commence preparation of alternative site design concepts and staging plans.	-	Planning with input from Transportation, Parks, E.C.T.A.	Fall, 1984
	c)	Establish preferred location on chosen site, then commence (d).	-	Planning with input from Transportation, Parks, E.C.T.A.	Fall, 1984
	d)	Prepare site plan and strategy for temporary location of Tourist Information Services Centre.	-	Planning and E.C.T.A.	Fall, 1984 to Winter, 1985
	e)	Commence preparation of facility plan and construction drawings for development of access roads.	-	Transportation	Winter, 1985
	f)	Prepare tender and construction documents to commence construction of temporary Tourist Information Services Centre.	-	Planning with input from Transportation, Parks, E.C.T.A.	Winter, 1985
	g)	Complete preparation of alternative site design concepts.	-	Planning with input from Transportation, Parks, E.C.T.A.	Spring - Summer, 1985

TABLE 1 IMPLEMENTATION STRATEGY

	ITEM		DESCRIPTION OF ACTIONS		RESPONSIBLE GROUP/AGENCY	TIMING
		h)	Develop preliminary cost estimates and financial strategies for alternative design concepts.	-	Planning	Summer, 1985
		i)	Evaluate alternatives and recommend a design and financial strategy to Executive Committee and City Council.	-	Planning	Fall, 1985
		j)	Designate funds within capital programs budget for subsequent year(s).	-	Executive Committee	Fall, 1985 to Winter, 1986
		k)	Proceed with construction drawings, tender documents, tendering process, contract award and construction commencement.	-	Planning	Spring, 1986 to Spring, 1987
2.	Urban Forestation Landscaping Program	a)	Establish priority areas within the Calgary Trail Corridor.	-	Parks with input from Planning, Transportation	Winter, 1985
		b)	Assign priorities in a city-wide context and establish in capital budget program.	-	Parks and Transportation	Winter, 1985
		c)	Implement as budget resources permit.	-	Parks and Transportation	Undetermined
3.	Roadway Lighting Extension	a)	Review budget priority.	-	Edmonton Power with input from Transportation, Planning	Winter, 1985
		b)	Establish preliminary timing sequence relative to development and funding.	-	Edmonton Power with input from Transportation, Planning	Winter, 1985

TABLE 1 IMPLEMENTATION STRATEGY

ITEM		DESCRIPTION OF ACTIONS		RESPONSIBLE GROUP/AGENCY	TIMING
	c)	Implement as budget resources permit.	-	Edmonton Power with input from Transportation, Planning	Spring, 1985
4. Screening City Yards	a)	Prepare and evaluate screening alternatives.	-	Real Estate and Supply Services with input from Planning	Undetermined
	b)	Prepare cost estimates and establish budget priority.	-	Real Estate and Supply Services	Undetermined
	c)	Implement as budget resources permit.	-	Real Estate and Supply Services	
5. Signage Upgrading	a)	Review feasibility/desirability of upgrading street and directional signage.	-	Transportation	Undetermined
	b)	Establish costs and budget priority.			
	c)	Implement as budget resources permit.			
OPERATING PROGRAMS					
1. Land Use Planning	a)	Prepare explanatory/illustrative material on the application of design guidelines on "typical" sites in each of the three zones.	-	Planning	Fall, 1984
	b)	Processing of statutory plans, plans of subdivision, redistricting, development, and building permit applications.			Ongoing

TABLE 1 IMPLEMENTATION STRATEGY

	ITEM		DESCRIPTION OF ACTIONS	RESPONSIBLE GROUP/AGENCY	TIMING
2.	Transportation Planning	a)	Monitor the perceived parking problem north of 63 Avenue by collecting data, convening discussions with business operators/owners, and evaluating concerns.	Transportation with input from Planning	As required (in response to public inquiries)
		b)	Evaluating ways to mitigate concerns, and implementation if feasible.		